

## Message Text

SECRET

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ACTION ACDA-12

INFO OCT-01 EUR-12 ISO-00 ACDE-00 CIAE-00 H-01 INR-10  
IO-13 L-03 NSAE-00 OIC-02 OMB-01 PA-01 PM-05  
SP-02 SS-15 TRSE-00 NSCE-00 SSO-00 INRE-00 ICAE-00  
/078 W

-----043419 081642Z /72

O 081619Z MAY 78  
FM USMISSION USNATO  
TO SECSTATE WASHDC IMMEDIATE 1362  
SECDEF WASHDC IMMEDIATE  
INFO AMEMBASSY BONN IMMEDIATE  
AMEMBASSY LONDON IMMEDIATE  
USDEL MBFR VIENNA  
USNMR SHAPE BE  
USCINCEUR VAIHINGEN GER

S E C R E T SECTION 01 OF 02 USNATO 04587

E.O. 11652: GDS  
TAGS: PARM, NATO, MBFR  
SUBJECT: MBFR: ASSOCIATED MEASURES (AMS) GUIDANCE

REF: STATE 116103 DTG 060148Z MAY 78

SUMMARY: WE HAVE CAREFULLY REVIEWED THE GUIDANCE  
CONTAINED IN REFTEL. WE BELIEVE THE COURSE OF ACTION  
IT PROPOSES HAS SERIOUS SUBSTANTIVE DRAWBACKS AND THAT  
IT WILL NOT PROMOTE ALLIED CONSIDERATION AND APPROVAL  
OF AMS PROPOSALS. WE STRONGLY RECOMMEND CONTINUING  
WITH OUR PRESENT COURSE REGARDING SPC AND WORKING  
GROUP DISCUSSIONS OF AMS. IN PARAS 3 AND 4 BELOW,  
WE REQUEST REVISED INSTRUCTIONS TO THAT EFFECT.  
END SUMMARY.

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1. WE UNDERSTAND THAT THE APPROACH TO ALLIED  
CONSIDERATION OF AMS ADVOCATED IN REFTEL AIMS TO  
PRESERVE THE INTEGRITY OF THE US AMS PROPOSAL. HOWEVER,  
WE HAVE STRONG RESERVATIONS ABOUT ADOPTING SUCH AN  
APPROACH AT THIS TIME FOR THE FOLLOWING REASONS:

(A) THE SPC HAS JUST SPENT ONE MONTH LABORIOUSLY SEEKING TO AGREE ON A PROCEDURE THAT WOULD INITIATE AMS DISCUSSION. TO REOPEN THE PROCEDURAL ISSUES IN THE SPC NOW WOULD FURTHER DELAY SERIOUS CONSIDERATION OF AMS IN EITHER THE SPC OR WORKING GROUP UNTIL AT LEAST EARLY JUNE.

(B) GIVEN THE CHANGE IN WG LEADERSHIP (I.E., DEPARTURE OF GROUP CAPTAIN SMITH), AND ITS RECENT TRACK RECORD WITH THE AML PAPER, WE BELIEVE THAT THE WG WOULD BE OVERWHELMED -- AND WORK ON THE AMS FURTHER DELAYED -- IF WE SEND THE ENTIRE AMS PACKAGE TO THE WG. MOREOVER, THE GENERAL LANGUAGE OF THE WG MANDATE PROPOSED IN PARA 6 OF REFTTEL WOULD LEAVE THE WG TO FACE EXACTLY THE SAME PROCEDURAL PROBLEMS THE SPC HAS JUST BELABORED.

(C) WE DO NOT BELIEVE THAT THE US WILL BE ABLE TO AVOID ETCIBUKJATION WITH THE FRG -- OR OTHERS WHO MAY OPPOSE CERTAIN MEASURES -- BY THE PROCEDURAL  
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MANEUVER OF SWITCHING FROM THE SPC TO THE WG. IN THE FIRST PLACE, IT IS HIGHLY UNLIKELY THE FRG WILL PERCEIVE OUR SUGGESTION FOR A "COHERENT TECHNICAL EXAMINATION" AS ANYTHING LESS THAN AN ATTEMPT TO BOX THEM IN BY A WG TECHNICAL ASSESSMENT. SECONDLY, IF THE FRG DOES AGREE TO SUPPORT A SHIFT IN VENUE, BONN IS AS CAPABLE OF TYING UP A TECHNICAL EXAMINATION IN THE WG AS AN SPC DISCUSSION -- AND COULD ACTUALLY DO SO WITH MORE EASE IN THE LESS VISIBLE WG FORUM.

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(D) THE AMS DISCUSSION AS IT HAS DEVELOPED IN THE SPC SEEMS TO US TO BE A MORE PRACTICAL WAY FORWARD. THE FRG AND UK ARE APPARENTLY PREPARED TO REMAND UP TO 6-7 MEASURES TO THE WG FOR IMMEDIATE TECHNICAL ASSESSMENT AND ELABORATION, WHILE RESERVING 3-4 MEASURES FOR FURTHER DISCUSSION IN THE SPC. IN THE LONG RUN, WE BELIEVE THAT FOCUSING EARLY ON THOSE MEASURES WHICH ARE POLITICALLY CONTENTIOUS WILL SERVE OUR INTERESTS BETTER THAN ATTEMPTING TO SUBMERGE THE ENTIRE DEBATE IN THE WG. FOR ONE THING, THE FRG

ITSELF HAS ADOPTED THIS APPROACH AND IT MUST THEREFORE  
BE PREPARED TO TAKE THE HEAT IF THE ALLIES STRONGLY  
ENDORSE A MEASURE WHICH THEY OPPOSE.

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(E) THE PUSH FOR AN INITIAL TECHNICAL ASSESSMENT RUNS  
CONTRARY TO OUR INITIAL ASSURANCES TO THE UK AND FRG  
THAT "WE WOULD WELCOME (THEIR) COMMENTS IN THE SPC"  
(STATE 87491, PARA 4) AND, MORE IMPORTANTLY, TO THE

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POSITION LAID OUT IN MEASURE 4, (PARA II 4B,  
STATE 87491) WHICH STATES THAT "THERE ARE A NUMBER  
OF POSSIBILITIES WHICH THE ALLIES COULD EXAMINE IF  
THEY DECIDE THAT THE IDEA OF GROUND MOBILE OBSERVATION  
MERITS FURTHER DISCUSSION." THIS IMPLIED TO SEVERAL  
READERS THERE WOULD BE A POLITICAL DISCUSSION PRIOR TO  
ANY TECHNICAL ANALYSIS.

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(F) IF THE DISCUSSION OF ANY MEASURE OR MEASURES  
STALLS IN THE SPC, THERE WILL THEN BE VERY STRONG  
REASONS TO APPEAL TO THE WG FOR A FAST "ASSESSMENT"

WEIGHING THE PROS AND CONS OF ADOPTING OR DROPPING  
A GIVEN MEASURE. WE BELIEVE THE FRG WILL BE HARD  
PUT TO OPPOSE A WG ASSESSMENT UNDER THOSE CONDITIONS  
AND SUCH A STUDY WOULD BE MORE VALUABLE TO OUR GOALS  
THAN A SINGLE, HEAVILY BRACKETED, PAPER. MOREOVER,  
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THE FRG DEL HERE HAS INFORMED US THAT THEY DO NOT  
BELIEVE IT IS BONN'S INTENTION TO PREVENT THE EVENTUAL  
TECHNICAL-MILITARY ASSESSMENT OF ANY REPEAT ANY MEASURE  
ONCE THE POLITICAL CONSIDERATIONS HAVE BEEN AIRED.

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2. THE APPROACH PROPOSED IN REFTEL, AND PARTICULARLY  
THAT IN PARA 9, BEGS THE KEY ISSUE. IF WE REALLY  
WISH TO PRESERVE THE INTEGRITY OF OUR AMS PACKAGE, WE  
WILL PROBABLY HAVE TO PRESS BONN AT SOME POINT. HOWEVER,  
WE BELIEVE WE SHOULD DO SO FIRST AT THE SPC LEVEL  
WITH THE ASSISTANCE OF AS MANY ALLIES AS POSSIBLE:  
TO JOIN THE AMS DISCUSSION AT A HIGH BILATERAL LEVEL  
OVER A PROCEDURAL ISSUE (THAT THE FRG MAY PERCEIVE  
AS HAVING BROADER IMPLICATIONS) SEEMS TO US TO  
BE OVERLOADING THE POLITICAL CIRCUIT ON A RELATIVELY  
MINOR MATTER.

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3. RECOMMENDATION: WE BELIEVE THE MOMENTUM GAINED  
IN THE SPC SHOULD BE MAINTAINED AND THE  
UK/FRG/CANADIAN APPROACH BE FOLLOWED. IF ADOPTED,  
THIS APPROACH WOULD ENABLE THE WG TO BEGIN STUDY  
ON A NUMBER OF RELATIVELY NON-CONTROVERSIAL MEASURES,  
WHILE THE SPC THRASHED A WHILE OVER THE MORE DIFFICULT  
ONES BEFORE TURNING TO THE WG FOR HELP. WHILE THIS  
APPROACH IS NOT CERTAIN TO SUCCEED, IT SEEMS MORE  
EXPEDITIOUS THAN ANY ALTERNATIVES, MORE LIKELY TO  
BUILD ALLIED CONSENSUS BEHIND AN AMS PACKAGE AND  
BETTER CALCULATED TO FOSTER JOINT ALLIED PRESSURE ON

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THE FRG TO BE MORE FLEXIBLE ON AMS. WE THEREFORE SUGGEST  
PROMPT RECONSIDERATION OF THE GUIDANCE CONTAINED  
REFTEL.

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4. ACTION REQUESTED: WASHINGTON COMMENTS BY OOB  
MAY 9. BENNETT

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## Message Attributes

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**Capture Date:** 01 jan 1994  
**Channel Indicators:** n/a  
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**Disposition Approved on Date:**  
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**TAGS:** PARM, US, NATO, MBFR  
**To:** STATE DOD  
**Type:** TE  
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